

layout for living

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canada's housing:

- graphic review
- low rent solution
- pointers on layout

**national conference:
our planning
progress and
opportunities**

**winnipeg
oct. 6-8**

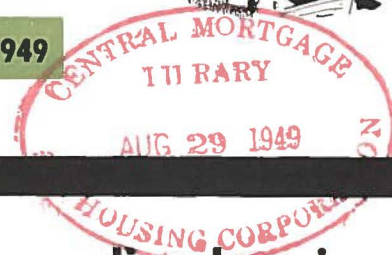
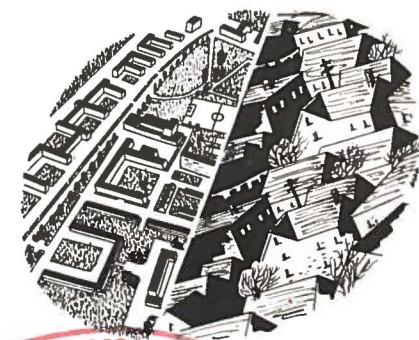
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layout for living

no. 27, september 1949



next six weeks crucial for canadian housing

Four years have passed since the end of World War II. In these post war construction seasons we have witnessed the most intensive building activity ever seen by Canadians. Some ten billion dollars have been spent on construction of all kinds — including about 300,000 houses accommodating almost 1,000,000 Canadians. In four years, our national government has become one of the larger landlords in North America. Much has indeed been done — yet much remains to do.

Looking at the Canadians newly housed, we realize that nearly all are house-buyers, very few are tenants; our stock of houses for rent has declined, even while we were building at top speed. And almost all the people who can afford new houses are people with above-average incomes. Except for the most deserving veterans, the great majority of Canadians still find decent housing far beyond the stretch of their purses. As we write, Premiers of the Provinces are preparing to meet with the Prime Minister to discuss this national problem — which all admit to be a grave one.

In these pages we offer what we regard as a realistic framework for the financial and administrative solution to the Canadian housing problem. This prescription is put forward so that CPAC Branches (and indeed the many interested Canadian citizen organizations) can have in hand during the next few critical weeks a simple statement of the kind of housing program Canada needs. We count on our Members to secure local discussion, improvement and endorsement of this preliminary Housing Program by October 1st. We intend national and Divisional action to project a final Housing Program, right after its adoption at the National Citizens' Conference in Winnipeg, October 6-8th.

That Conference is to attempt a mid-century retrospect of Canadian physical development, and—mindful of what we learn from it—to study our prospects for better development after 1950. New housing must continue to loom large on the scene; but the financing and administering of that housing is only the first part of the problem. As veteran houser Catherine Bauer told the Boston Council for Planning Action at Harvard this year, legislation can settle nothing about the desirable shapes and forms of dwellings, neighbourhoods or communities. Alongside the campaign for public means to be devoted to housing must go a campaign to set up in the public mind an image of the tangible end-product to which the means will be directed.

Therefore, the National Conference of CPAC will also examine the *quality* of Canada's post war residential development to date — and will determine what qualities we should like embodied in forthcoming designs. To introduce that discussion, this issue couples with our Housing Program some sample photographs of recent Canadian houses, and some pointers on how to do good Housing Layout.



community planning association of canada, ottawa

for canadian low rental housing

based on a statement by Vancouver Members of CPAC

OUR PRESCRIPTION:

A. For Whom is Low Rental Housing Required?

- 1 For Canadian families wanting to rent, and who can afford no more than \$30 a month for shelter.
- 2 There are almost half a million such tenant families in Canada.
- 3 Hundreds of thousands of these families have no veterans under their roof; these civil families have been the forgotten people in all our past housing efforts.

B. Who Should Administer this Housing?

Our three kinds of government — local, provincial and national — are all meant to serve us, being set up to perform different parts of the task that we, the people, may set for them. We elect them all, but not with the intention that our servants should quarrel about who will do what. We count on them working together to do our important jobs, such as housing, with despatch and in harmony.

The Prime Minister of Canada has this summer said that the nation may offer some aid for low rental housing, if the Provinces will say what they and their municipalities are prepared to undertake. We therefore begin with the needs above, and go on to suggest the principles of a workable public housing apparatus as sketched out below.

- 4 To house the low income tenant families will require public aid.
- 5 With public aid there must go public housing management.
- 6 The housing management should be as handy as possible to the tenant families.
So: Local government should run this housing wherever it can.

Perhaps no more than 20 of our most highly organized municipal governments could efficiently plan and build such low rental housing; the Provincial governments should help them to go ahead.

Many more Canadian municipalities could efficiently operate low rental housing, once it was built and turned over to them: their Provinces should create the housing and turn it over to municipal management.

There will be remaining areas where low rental housing is needed, but local government can neither create nor manage it efficiently yet. Provincial government should there do the whole administrative job until part of it can be taken over locally.

- 7 Therefore, each Province should pass a Housing Act, providing for:
 - (i) Municipal Housing Authorities to construct and operate low rental projects in highly organized centres;
 - (ii) Municipal Housing Authorities to manage low rental projects from completion in centres able to perform that job;
 - (iii) Provincial Housing Agency to construct, and sometimes to operate, low rental projects in centres requiring direct Provincial action.
- 8 For the Municipal Housing Authority, the Province should provide that:
 - (a) The Municipality will name the persons constituting the Authority's governing board, but a majority of such a board shall never be composed of Municipal Mayor and Councillors.
 - (b) City Council will have to approve in principle each major new low rental project proposed by or for the Authority.
 - (c) The Municipal Housing Authority will select sites in accordance with the city's official planning program; will prepare designs and supervise construction of approved projects; and will manage the occupied dwellings entrusted to it.
 - (d) The Municipal Housing Authority will have power to negotiate for sites outside municipal limits where necessary. The resulting agreements with suburban Councils, if frequently entered into, may become standing agreements — and so, if it works better that way, the Municipal Housing Authority is transformed into a Metropolitan Housing Authority.

C. How Will Funds be Raised to Build the Housing?

Housing management should in the main be local; but we the people can borrow large sums on better terms as a nation. Therefore the nation should be asked by the Provinces to lend most of the initial sums needed for low rental housing — making long-term loans at cost, through Central Mortgage and Housing Corporation, to the Municipal Authorities and Provincial Agencies that will create and administer low rental housing.

- 9 Specifically, we suggest these terms be put forward, for national loans plus local financing of public housing:
 - (i) National Loans to Municipal Authorities or Provincial Agencies up to 90% of cost of project at 3% interest, repayable over not less than 40 years;
 - (ii) National Loans to municipalities, to finance neighbourhood planning and installation of utilities where essential for housing, to be made on similar terms.

- 10 The remainder (10% or more) of the first cost of the project could be raised by the province or municipality in several ways:
 - (a) by contributing land suitable for housing;
 - (b) by giving or lending funds to its Housing Agency or Authority;
 - (c) by permitting the Agency or Authority to sell bonds bearing the provincial or municipal guarantee.

Several factors (the present need for low rental quarters, the capacity of the construction industry, the proportionate low rental program in the U.S.) point to 12,000 new low rental dwellings per year as the right sort of rate to begin the program. That rate would require that the public lend itself, on the safest of terms, some \$75,000,000 per year.

D. How shall we Share the Cost of Running the Housing?

- 11 Costs will vary from project to project, from city to city; but decent new rental dwellings are certain to cost per month not less than: \$45 - \$50.
- 12 The families for whom this housing is built will likewise vary in their ability to pay for it; but by definition they are families who can now afford to pay monthly for shelter, on the average: \$25.
- 13 So: To operate the needed housing, we must look to other sources for monthly amounts averaging per dwelling: \$20.
- 14 There could be endless discussion as to where the necessary \$20 a month per family should come from. The municipality will gain by having more of its families decently accommodated; but Canadian municipalities are notably short of tax sources. Weighing the factors, we believe the Provinces should expect their municipalities to contribute one-fifth of the current subsidy; i.e. municipal contribution would now average about half the average tax on the dwelling, or about \$4 per family per month.
- 15 The remaining contribution of \$16 per family per month will have to be divided between Provincial and Federal governments. The manner of sharing will have to be negotiated. It may be \$8 per family by each government, or \$6 by one and \$10 by the other. We only point out that the sum in dispute by any government will be of the order of \$2 per family per month. For the first year's program in the largest province, the debate will revolve around some (\$2 x 12 x 4000:) \$96,000. We trust our statesmen to get on with the job — not letting the debate itself cost the people more than the outlay required to close the debate and to begin building the low rental housing.

OUR DIAGNOSIS:

A. NEED FOR PUBLIC LOW RENTAL HOUSING:

A decent dwelling for every Canadian family is the national goal that governs all the housing efforts of our governments. Canadians have in the past five years built a remarkable number of houses. No-one who knows our previous record, or the present records of other nations, will deny our achievement. But there is more to housing than the number of new houses built; equally important is the question of kinds of houses: to be bought, to be rented, for large or small families, for the wealthy few or for the less wealthy many, well or poorly located. Leaving aside personal tastes and preferences for the moment, the questions as to kinds of housing are largely those of measurable suitability and accessibility to the families needing to be accommodated. On that score Canadians have not done so well.

In every Province there are thousands more families wanting accommodation for rent than there are dwellings to be rented. True, the federal government has built tens of thousands of rental houses since the war — but they are all for veterans. The only houses being added now to the rental supply (and open to all families to try for) are renting at \$50, \$60, \$70, and up per month. The federal government has offered guarantees to private builders if they will do more rental housing; but even with those it seems almost impossible to get a new apartment to pay for itself if the rent is less than about \$70. Yet two-thirds of the urban families in rented shelter in 1948 were paying no more than \$30 (D.B.S.). For this important group of Canadian families — about one in every four of all our families — very little housing has been built since the Depression.

In short, excellent as our post-war housing activity may be in some ways, it has not produced nearly enough rental housing; it has left entirely out of account a large proportion of the Canadian people — by producing almost no low rental housing.

Everybody who has looked into the question (including the Canadian Federation of Mayors and Municipalities, the Canadian Construction Association, the major Labour Congresses, the Canadian Welfare Council, the Councils of Women, the Canadian Legion, and this Association, not to mention the Prime Minister) agrees that if this rich nation is to see the day when all its families are decently housed, we shall have to widen the scope of our housing program. It will have to include low rental housing. It will have to be conceived on a large scale, and will have to involve all three kinds of government.

Canadians in every Province must now decide how to do that job. So this statement will have no more to say on the need for public low rental housing; it will offer a framework upon which we believe that here and now such housing could be built, paid for and enjoyed. No doubt other schemes of aid may be required for other kinds of housing. But at the half-way mark in the twentieth century, this seems to us to be the most urgently needed addition to Canada's housing program.

continued overleaf

low rental housing

B. ADMINISTRATIVE RESPONSIBILITY:

The Prime Minister has invited the ten Provincial Premiers to outline the terms of the required low rental program. Such a program will call for an active share in the creation or operation of low rental housing by each of the three levels of government. We offer such a program, to be improved by discussion, and to be put into action.

To get more housing for Canadian tenant families of below-average income, we must give public aid. When we give public aid we must have public management. That management should where possible be handy to the people living in the housing. Adding it up, the local government should administer the housing wherever it is able to do so. There are perhaps a score of cities in Canada now sufficiently organized to manage the whole job, if they are given the funds to begin and the land to build upon.

However, the need for low rental housing also exists outside highly organized centres. In the rest of its territory, the Province has a more direct responsibility for housing. In some areas it will have to build whatever low rental housing is needed, although once built, the local government can readily manage the public housing — and should do so. In still other areas, the Province will have both to build and manage needed low rental housing. For its housing construction in all but highly organized areas, and its housing management in special areas, the Province should be ready to set up a Provincial Housing Agency.

Therefore in reply to the Prime Minister, we think the provincial Premiers should state their readiness to let the cities, wherever it is feasible, set up Municipal Housing Authorities, as separate legal entities responsible to administer local public housing activities within a given budget. The Province should provide that each such Municipal Housing Authority will remain under ultimate policy control of its City Council, in that the City would name the persons constituting the Authority and City Council would approve in principle each major project. The Municipal Housing Authority in each major centre would select housing sites in accordance with the city's over-all planning program, would prepare plans and supervise construction, and manage the occupied public low rental dwellings.

The municipal government that can hire competent specialists to run its garbage disposal or dog-licensing can probably hire competent people to operate its housing. It is usual in North America to make such a municipal housing staff responsible to a Municipal Housing Authority — so that housing management is insulated against blistering local elections, and the housing ledgers are easier to keep separate. The Housing Authority consists of a Board to which the staff is attached. The Authority is appointed by the City Council, and is commonly given an annual accommodational target to hit at, and an annual sum to spend in low rental housing. Thus, while the Authority has wide latitude in day-to-day arrangements, its Board personnel and financial resources are subject to proper municipal control; often its land purchases are also subject to municipal scrutiny (as they should be to fit in with non-housing aspects of the city's planning). The Board members will usually be appointed in rotating

three-year terms, with a minority of seats open for appointment of municipal Councillors. The Board of a Municipal Housing Authority may serve at first without remuneration; it will usually engage a Director and supporting salaried staff to carry out its building and housing management activities. It will approve all sites selected and designs prepared, and will assume full responsibility for the financial solvency of the projects managed by it. We believe there are some fifteen or twenty Canadian cities able to appoint responsible Housing Authorities and engage competent technical staffs for this purpose. Some of these cities have already done so, and are now managing new low rental housing in this way. The Provinces can open the same door to the other major Canadian cities, to let them do housing.

It is notable that most of the new housing being built for the larger Canadian communities is going up outside the boundaries of the major municipal units — chiefly because there is little vacant land within those units. Except where inner areas are being cleared and redeveloped in low rental housing (as for instance by the Toronto Housing Authority at Regent Park), the Municipal Housing Authorities will generally need power from their Province to buy land and build housing outside municipal limits. The suburban municipal governments with vacant land in abundance (townships, villages, counties, and so forth) are rarely in a strong enough financial and technical position to set up Housing Authorities. Therefore, agreements must be reached between the municipalities having ability, and those having land — so that the ability and land can be brought together to produce low rental housing. This should be a feature of Provincial Housing Acts; and it might be as well to provide that where a Municipal Housing Authority finds it has to exercise its extra-territorial powers repeatedly within a suburban area, it should be possible to reach a standing agreement between city and suburb — the effect of a series of such standing agreements being to transform the Municipal Housing Authority into a Metropolitan Housing Authority. In this way the Province may forestall fruitless jurisdictional disputes. Let effectiveness determine the jurisdiction — and not jurisdiction the effectiveness — of the housing program.

The Provincial Housing Act will have to specify that the most competent municipalities can buy land to build housing on, can borrow money on certain terms to pay one-tenth the construction cost of the housing, and can operate it within a framework something like that given here.

Outside the larger cities, each Provincial government will have to concern itself more directly with at least the creation of low rental housing. The Prime Minister has made it clear repeatedly that the national government does not want to become a bigger and bigger landlord; in that stand he has the support of those experienced in public housing in a dozen countries — the local government makes much the best landlord, in everybody's interest. But only a few Canadian municipalities can command the techniques involved in the actual design and building of low rental housing; many others could assume the management of completed rental housing; in some areas even the continuing management will probably have to remain in provincial offices for the time being. To design, finance and construct low rental housing outside the metropolitan areas, and to operate low rental housing in some of the least organized areas, each Province should establish a

Provincial Housing Agency. This Agency in the larger Provinces may need to have regional offices, so that its housing officers can be within a few hours' drive of all their tenants. The Agency may also have to provide varying degrees of supervision over the Municipal Housing Authorities set up in its Province, whether they construct and operate housing, or only operate it. Municipal Authorities and the Provincial Agency may also have to undertake management of existing Wartime and Veterans' Housing, and Emergency Shelter in which tens of thousands of Canadian families are now living.

The chief aim of Central Mortgage and Housing Corporation, as the nation's agent in this integrated public housing program will be to satisfy itself as to the technical and financial soundness of each housing project proposed, and to insist that the low rental needs be met in ways consistent with the long-term interests of the communities where projects are to be built. The national Housing Corporation can already do, through its regional offices, most of what this program will require of it; Parliament need only add to the Corporation's lending powers, and specify the terms on which the nation will contribute to reduce family rents.

C. FINANCING CANADIAN LOW RENTAL HOUSING:

While housing management should in the main be local, the people can generally borrow money on better terms as a nation. Therefore Central Mortgage and Housing Corporation should be asked to make loans for public housing at the cost of the money to the nation (at present just less than 3%). The loans should be repayable by Provincial Agency or Municipal Authority over not less than 40 years. The loan should be extended up to 90% of the actual cost of land and construction for each project.

At least one-tenth of the land and construction cost should be raised by the Provincial Agency or Municipal Authority borrowing from its own government — or borrowing directly from the public with its own government's guarantee. (In the United States, such public housing bonds are tax-free, and are readily sold in amounts far above the minimum required for the Authorities' tenth of the cost.)

To get the program going here and now, minor obstacles should be over-leapt. For instance, the nation might be asked to make construction advances to the half-dozen existing Housing Authorities, with the understanding that Provincial establishments and local borrowing would quickly follow. Also, the nation might be asked to extend special loans directly to municipalities, where they have no other way to undertake the studies of need and location, of the neighbourhood planning and installation of local improvements and piped services on which real progress in low rental housing must depend.

To reach an estimate of the total amount of public borrowing involved, we must set a target number of low rental dwellings to be built in each year. The Canadian Construction Association says the materials and labour picture would allow of the builders tackling 12,000 units

a year for the next ten years. That number is also about proportionate to the new American low rental housing program (135,000 units a year for six years, for slightly over 11 times the population). So 12,000 Canadian families of low income to be rehoused each year is close to the reasonable target. (It is barely enough to supplant present low rental quarters as they become quite unfit.) That would mean that each year the public would have to lend itself, on the safest of terms, an additional \$75,000,000 or so to get the dwellings built.

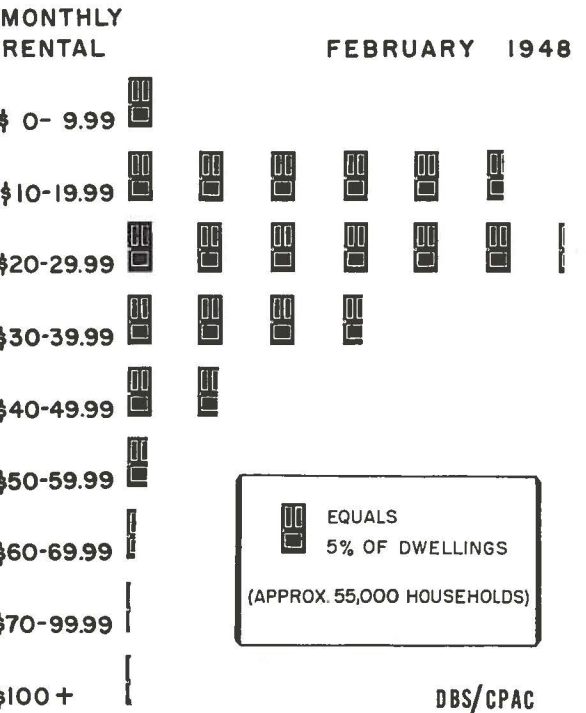
D. SHARING THE SUBSIDIES:

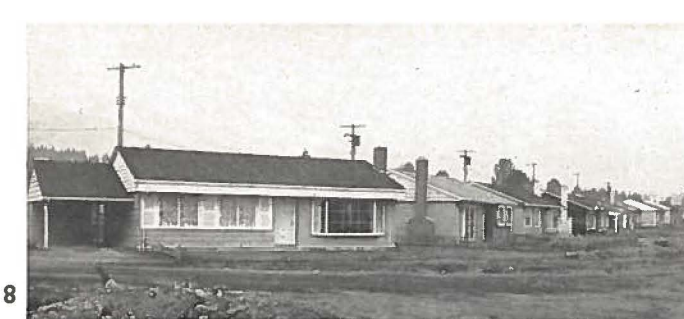
The amount of subsidy that will have to be paid so that families of low income can become the tenants is not easy to arrive at. (The principles on which the Toronto Housing Authority did its reckoning are set out in "Rents for Regent Park" — a booklet already in the hands of most Divisional Secretaries of CPAC.) The rents now being paid in low income areas, and over the country as a whole, indicate that broadly speaking, an average shelter rent of \$25 a month is what those families can afford, to whom this program is directed. (About two-thirds of non-tenant Canadian families in February 1948 were paying less than \$30 a month; about one-third were paying less than \$20 a month, according to the Dominion Bureau of Statistics. The average rent per dwelling unit in American public housing 1941 was less than \$13.)

— concluded on page eleven

The new rental housing program here proposed is only a part of a balanced construction campaign. How important a part is shown below: average family rents of \$25 might mean rents ranging from \$15 to \$35. Such rents would be within reach of over half our urban families. Present private rental building is for the top 10% only.

URBAN CASH RENTS





Here are random samples of Canadian residential construction of the 1940's, selected from all regions — and stressing rental accommodation. Almost every house shown now contains two children, who by 1960 will be teen-agers. How many of them will then have to quit school because their parents pay too much for shelter? (See preceding article.) Which of these teen-agers of 1960 will then bring their friends home, saying proudly "Here's where we live!"? (See the notes on p. 8.)

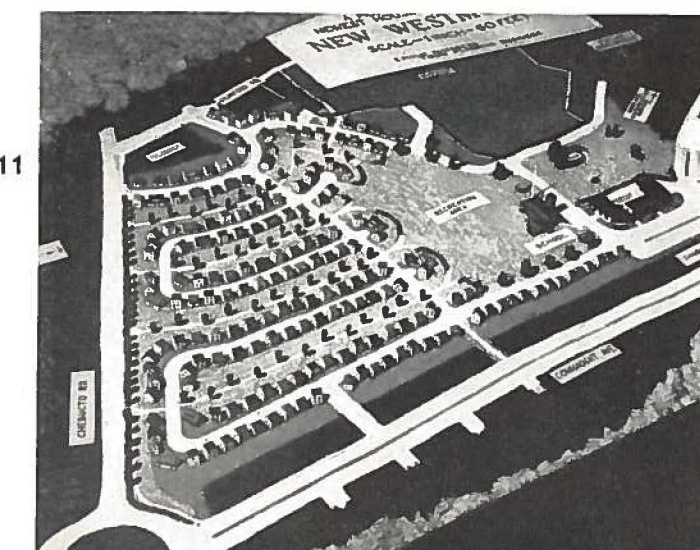
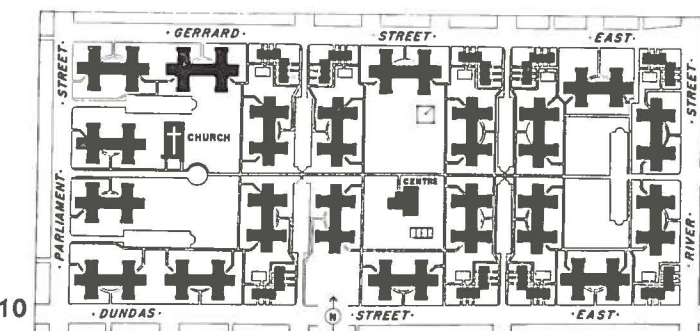
- 1 Saint John, N.B.— Built by the nation for rent to veterans, 1946-47; about \$30 a month. (CMHC)
- 2 Sherbrooke, P.Q.—Typical multiple dwellings, 1946. (NFB)
- 3 Huntingdon, P.Q.—Conversion of military campsite, and reconstruction of buildings, for sale; J. Bland & H. Spence-Sales architects for Huntingdon Realty Corp. (Bell)
- 4, 5 Montreal—Apartments for 7,000 people built in 1949 at Ville St. Laurent without overall site planning; even with rental insurance they are \$65 a month and up. (AHA, ASN)
- 6 Windsor, Ont.—Typical of 1948 veterans' program by Central Mortgage & Housing Corp. east of B.C.; \$35 a month and up. (Gloster)
- 7 Ottawa—Apartments by CMHC for veterans, on site chosen by defunct Housing Enterprises Ltd.; about \$45-\$60 a month. (RCAF)
- 8 Vancouver—Private development of 500 houses for sale at Norgate Park, by Hullah Constr. Co.; good houses, could be better grouped. (Lindsay)
- 9, 10, 14 Toronto—First major central area redevelopment, for 1056 families ultimately; 8-family and 48-family blocks now going up in eastern part of project, with municipal, provincial, national aid. J. E. Hoare, architect, for Toronto Housing Authority. Rentals scaled to family budgets. (NFB)
- 11 Halifax—New Westmount development: land assembled under N.H.A., houses for rent to military personnel and veterans, and for sale; plan by J. P. Dumaresq. (Wright)
- 12, 13 Winnipeg—Wildwood subdivision by H. J. Bird Co.; plan by Green and Blankstein; 325 houses for sale at up to \$10,000. (See *Layout for Living* No. 13).
- 15 Flin Flon, Man.—Company housing by H. B. Smelters for white collar workers; very low rentals. (NFB)

We are being judged now by the numbers of houses that we are building . . . The test before long will be the kind of houses we have built.

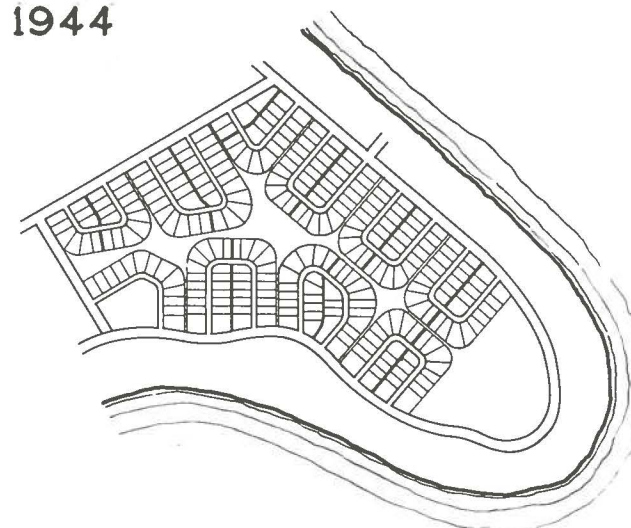
— Rt. Hon. Aneurin Bevan



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1944



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housing layout:

a short mid-century catechism

How Does Housing Design fit into Community Planning?

Consider first the raw landscape of Canada as it was on the sixth day of the Creation, empty of people. Planning starts when land is occupied and enclosed. The boundaries of private property are marked out. They are defined visibly by fences and legally by statutory lines. Within these boundaries an owner has freedom to do as he wishes. He may dig holes, put up buildings, grow plants and animals, and make himself a house.

At first the units of enclosure are large — a hundred acre farm in Ontario, a half-section on the Prairies, an eighty acre strip in Quebec. Properties are large enough that there is little mutual interference. What a man does on his property does not very much affect his neighbour.

But as society gets more complicated and more specialized, land is sub-divided into smaller areas. It becomes a commodity for sale. Small pieces are chopped off “by metes and bounds”. The use of land gradually becomes more specialized when there is only one kind of building on each individual property.

Land becomes more intensively used and there is an attempt to multiply the original surface area by providing buildings with several floors. The most intensive use of land, the highest “dens’ity” occurs in large cities where an original acre of land may be converted into a dozen, a score or even fifty acres, by building that many floors.

In the process of sub-dividing land into smaller parcels and using it in a more specialized and intensive way, owners of property become more concerned about how their neighbours use their land. There is then the need to reconcile conflicting private interests. Restrictive covenants and zoning by-laws come to be introduced, to protect the interests of individual owners.

Then, as the process of urbanization proceeds, fewer people actually live on land that they own, fewer people work on property they own. There are more tenants and more employees. Also the use of privately owned land becomes increasingly dependent upon publicly owned services. In this process people become increasingly conscious of their corporate interests and their identity as a community. As urban society matures the public interest in physical growth and change begins to take precedence over private interest. There is a need to reconcile the conflicts of public and private interests as well as to reconcile the conflicts between individual private interests. This marks the beginning of public direction of development — the beginning of community planning.

The subject of housing design is part of the subject of community planning. It is concerned with that part of the land which is used for residential purposes. It is concerned with the preparation of that land for building, the design of the dwellings placed upon the land, and the satisfactions of the people who occupy the houses.

—H. S. M. Carver, addressing Montreal Chapter, Society of Residential Appraisers

Why do Others insist upon Good Housing Layout?

The high ground rents and the swollen populations of Britain’s cities are slowly converting her people into a nation of flat dwellers. Whether this will produce a population of frustrated pygmies, similar to those whose neuroses have been so relentlessly explored by German and American writers, or whether the traditional cheerful particularism of the British will persist, depends largely on the way in which the communities are designed.

Some authorities have made praiseworthy attempts to soften the rigours of flat dwelling by intelligent planning and pleasing and graceful design. It is all the more depressing that the London County Council, one of the largest housing authorities in the world . . . clings to pre-war specification of heavy neo-Georgian blocks — the doll’s house inflated to the power of a hundred — with concrete balconies to enhance the institutional appearance.

Moreover, buildings are durable, and mistakes committed now, at a time of great building activity, will live to depress and oppress unborn generations of Londoners.

—The *Economist* March 26, 1949

What makes Good Layout besides Bricks and Mortar?

The behaviour of people living and working together in community, and their real needs, though often simple and unpretentious, are often comparatively little understood as applied to 20th century metropolitan life. And yet, surely, this is all-important for the future. Planning is above all a human problem; and the planning team must be capable of understanding the city, not only in terms of bricks and mortar, but also in terms of the individual, the family and the group — in their relations to their physical environment . . . The place of the sociologist is still not completely recognized by many planning authorities, for the essential interpretation of just this kind of problem and of the feelings and wishes of the local people. These must ultimately find expression in building . . . To the architect must fall the heavy responsibility not only of providing a workable and functional plan in all its aspects, but also of creating by his sensitive handling of the many problems of design, grouping of buildings, layout and landscaping, that sense of comfortable local atmosphere, that *genius loci* which many people living there will be glad to identify as their own.

—Robert H. Matthew in the *Journal of the Royal Institute of British Architects*

Where does Popular Interest in Good Layout begin?

The “grass roots” (or street blocks!) approach to town planning has been inexcusably neglected. The neighbourhood is an inescapable unit for action and education, indefinite though its boundaries may sometimes be. Even a small town needs to plan by reference to a few such local subdivisions. It is a mistake to assume that because we can call a town or a suburban municipality a “community”, it really is one. Especially in our largest metropolitan cities, a civic movement big enough to put fundamental town and regional planning into effect will only come about when many citizens from many parts of the city see that the Plan makes sense, because their own district fits into it, and stands to gain from it. We shall get worthy Civic Centres in our cities when people see them as the crowning counterparts of their local community centre, school, or branch library — of the efforts they have made in their own districts to deal with old buildings, traffic regulations, play space, tree planting, or whatever it may be. This way

we can get town planning talked about in the high schools, in the trade unions, in the women’s clubs. The “rural circuit” in adult education is well known; the city equivalent is the “neighbourhood circuit”. We need both in town planning — they can ease the way even to the hardest of all planning achievements.

—Leonard Marsh, addressing Vancouver Branch of CPAC

How can the intended Residents improve the Housing to be built for them?

Design is clearly an expert job, but the people who live in the houses not only have an interest in their layout, but also a practical understanding of the difficulties which are likely to be found. There is need, as in so many problems of public administration, for a partnership between the layman and the expert . . . (as for instance in) holding public meetings, at which plans of new housing schemes could be exhibited and criticisms received from the general public. There are also great possibilities in developing consultation with those particular members of the public who are likely to be the new tenants . . . Contact could be made by bringing them as early as possible into association with their new estate. They could watch the place in which they were to live developing under their eyes and being modified to meet their suggestions. Although the quality of many of the suggestions made by future tenants is not likely to be high, architects would profit by knowing the consumers’ reaction to their plans . . .

Building houses — particularly with the present high level of costs — requires financial and technical resources which only a fairly large organization, in most cases financed out of public funds, can provide. *Management*, on the other hand, benefits from being local, and being carried out in small units.

—P.E.P. *Planning* Broadsheet No. 282, May 21, 1948

What belongs in Housing Layout besides Dwellings?

Good housing must provide adequate space and proper facilities for the conduct of a normal, private family life. Some of this space and these facilities belong within the dwelling unit itself. Space is required for the physical functions of sleep, nourishment, sanitation, and child rearing. There must be space available in the form of a living room for recreation and entertainment of the family and its friends.

In the average single-family house throughout the country there is also a certain amount of auxiliary space. The attic provides space for trunks, baby carriages, and family possessions not in continuous use. Usually the basement includes a laundry room. Often it also contains a small workshop or craft room. Front and back yards, or small gardens provide outdoor sitting space. These facilities are all used by the family as a unit, and they are “home-centred”; that is, they are necessary for a complete realization of the aim of normal private family life. It is logical to conclude, therefore, that their provision is part of the responsibility of the landlord.

One outstanding characteristic of our slum areas, however, is the fact that within their overcrowded, jumbled depths, these desirable auxiliary spaces have been lost. The Authority believes that in order to meet the requirements of good housing standards, it must restore them. Since, however, we must work under definite cost

limitations, we cannot give every family its own yard. We therefore, in our new housing, restore these spaces, lost in the slums, on a common basis. Outdoor sitting space and lawns, baby carriage rooms and laundries, garden plots and playgrounds are provided, but for the group as a whole.

There are a number of other facilities necessary for the realization of the aim of normal living, which are not “home-centred”. Nor are these other facilities used ordinarily by the family as a unit, but rather by members of the family as individuals. Every member of a family at some time or other seeks recreation outside the home. Shopping must be done, and for this, too, it is necessary to leave the home. Formal educational needs are satisfied almost entirely outside the home, and health needs are more and more taken care of in clinics and health stations. In regard to facilities of this type, the Authority has based its stand on the principle that their provision is a necessity in no wise peculiar to a public housing project. Certainly the need is no greater within a project than it is in the lower and middle income areas throughout the city. That is, the provision of these facilities is an obligation toward all the citizens of the city, but it is one whose burden assuredly does not rest primarily on the shoulders of the local housing authority. It is, in fact, one of the duties of several other municipal departments, such as the Board of Education, the Department of Parks, and the Department of Health. The services provided by these various departments must be made available to all the citizens of the city. Obviously, this is a job entirely beyond the scope or the powers of the local housing authority. Thus it is one that the New York City Housing Authority has not undertaken to assume entirely.

There are, however, two factors that complicate this otherwise simple picture, and of these, the Authority has taken due account. The first one is the geographical relationship of our developments to available facilities. Sometimes it happens that a project may cover an area of such size that there is no possibility of having a certain facility any place other than within the project itself. For example, certain neighbourhoods in which the Authority has built have not permitted the free development of retail stores close enough to our projects to service them adequately. In these instances, we have accepted as our responsibility the provision of space for such retail stores.

The second factor is civic improvement. In its interest, space is sometimes requested within one of our projects to serve both the project and the neighbourhood more adequately. For example, the Department of Health may request space for a Child Health Station. In these instances, the Authority has accepted the responsibility for the provision of such space. We have not, however, assumed the responsibility for the operation of any facilities of this type. In providing space for them, we have met the needs for children’s centres where nursery school programs are conducted, child health stations, maternity, chest and dental clinics, and indoor and outdoor recreational space. The provision has not been uniform throughout all of our fourteen projects, because we have provided this space strictly in accordance with as careful a determination as could be made of the needs of the neighbourhoods in which a particular project is located. Outside agencies assume the responsibility for the programming and operation of the facilities. All the services thus provided are naturally

open not only to the tenants in our projects, but also to the residents of the neighbourhoods.

To summarize, the Authority believes that the soundest premise for community planning is based on the principle that good housing must provide the space and facilities for a normal, family life. The Authority provides most of it in the apartment, and the remainder in the grounds and community space. Other facilities which are necessary for the realization of the aim of normal living are not "home-centred", and the Authority believes that their provision is not primarily its responsibility. Nor does it believe that it has the right to regiment the lives of the tenants, but recognizes that they are entitled to a normal private life.

—'Community Facilities in New York City Public Housing Projects' by N.Y.C. Housing Authority, 1946

Which Facilities should the Builders begin upon?

Schools, Shops and (Community) Centres must be related to the house building program. As some of these take longer than the actual houses they serve, they must be begun first.

—Frederick Gibberd on Harlow New Town

Why does Swedish Housing Layout so often succeed?

Many of the schemes are worked out on site models rather than on paper; whichever method is adopted, site surveys of great contour detail are prepared as an essential preliminary.

Site planning in Sweden tends to conform with the natural modelling of the land forms, and in so doing fulfils a first principle of urban landscape. But there is more to be learned from Swedish practice than this; for instance, one may cite the recent vertical blocks of flats spaced well apart for light and air and to avoid variations in level. Many of these *point houses* are in themselves uninspiring buildings, but if they are well placed in a suitable landscape, something of their grim and dominating character is removed . . .

The arrangements of housing areas in neighbourhood unit layouts shows that school location and natural landscape features are amongst the first considerations. It has not, of course, been possible to preserve the full verdant dress of the landscape, but at least the land formation is reflected in the layout, and the valleys or other prominent landscape features remain as complete entities, often in the form of green wedges between the several housing areas. The lesson that can be learned is the adequate size of these green wedges; they are large enough to exist as natural landscapes without man-made trimmings, and will require little maintenance. This is a most important point and draws attention to the green patterns of open space appearing on many present day site plans. These are often arranged in numerous small areas, or too generously so that the site is thrown open to the wind and rain. In both cases, attractive shapes and colours on paper deceive the unskilled observer, for they may often be impractical in reality as open spaces . . .

There are buildings of similar design which appear indifferent in barren areas, and these demonstrate only too well that the urban development of this present age of standardization requires a landscape setting, otherwise the

new environment will lack that appeal which is evident in the older works of leisurely brick and stone craftsmanship. This fact is understood in Sweden, and its translation into reality has led to an urban landscape of great social and artistic value.

—Brian Hackett in 'Planning Outlook' (University of Durham) July, 1948

How should Housing Design be tackled?

Three dimensional planning means a lot more than just how houses will look in relationship to roads. It is planning everything we are going to look at — making a complete visual picture. So first we must be quite clear what it is we are dealing with, what the raw materials of site planning really are . . .

The chief characteristics of these raw materials (dwellings; the turfed spaces between them; trees with mass, silhouette, line, colour and texture; the sky behind them all; pavements, gardens, porches, fences and so on) is that they are masses defining spaces. These masses have three dimensions. Therefore we can only appreciate them by moving round them and looking at them from all points of view . . .

We are losing the art of looking, and must regain it by studying the building groups around us so that our visual experience becomes wider . . .

Do we pin a flat thing, the site plan, on to a drawing-board and work out the roads on it, and then dig out our house type plans — more flat things — and arrange them on these roads? Or — monstrous suggestion — even leave someone else to arrange the type plans on the road plan we have made? Of course not; that is not site planning at all. It is making paper patterns.

First of all we take our contour survey drawing on to the site and really get to know it in actuality. We walk over every yard of the land and get the feel of it. We make notes of the three dimensional objects. Not just the big trees, but the hedges, walls, fences, and so on . . . As our design progresses in the drawing office, we keep visiting the site to check (our work) with the actual landscape.

Some architects are so skilled in visual perception that they can be safely left to work out the design on paper. Others are not so skilled, or not so confident, and so they make models to check back on their paper designs. These models need not be elaborate, but can be knocked up in cardboard, plasticine, or other materials which are easily worked. Models are a wonderful check on design . . .

We must also check on the views inside the building groups, to see how they will look from eye level. Models do not do this, and in that respect they can be a positive danger, for the god-like view they give is so exciting that we may be blind to what is going on inside. We must make perspective sketches from eye level: not elaborate rendered drawings from only one viewpoint with lovely trees where trees will never be, but a whole series of little sketches from all kinds of viewpoints . . . We are not using all our raw materials or all the talent that is available. Let us forget the word 'housing' and regard the problem as the tremendously exciting one of making a new environment.

—Frederick Gibberd in the Journal of the Royal Institute of British Architects, August, 1948

low rental housing

— from page five

The number of low rental dwellings to be undertaken at once has been suggested as 12,000 units a year. Analysis may alter that target slightly. In the meantime, we should realize that it is a modest one, considering that a leading Canadian authority has said the immediate need was of the order of 100,000 units.

We can now reckon roughly what our recommended housing program would cost the people of Canada, annually; it turns out to be nothing like the amounts currently being paid by the Federal Government alone in grants for other purposes.

With present-day building costs, supposing land can be got for low rental housing at prices for large suburban parcels, and that normal taxes were to be paid on the housing, the average low rental unit would cost about \$45-50 a month to pay for over 40 years, and to maintain in good condition. We want to be able to rent it for \$25 a month. (Higher rentals would mean the unit was beyond the reach of the kind of family it was built for, and would put public Agencies and Authorities more nearly in competition with legitimate private real estate interests. Besides, the lower the rent can be set, the more certain it is the unit will never be vacant.) So to get the kind of housing we need most, we shall have to find about \$20 per family per month from somewhere. Much analysis and argument will take place as to the sources of subsidy; but we believe that enough Canadians now have a general answer so that the amount in dispute per government per low rental unit per month is pared down really to pocket change.

The rent could be brought down by writing off much of the original cost of the project, with cash grants, before beginning to operate it. But there would then be less incentive to design it economically, and periodic adjustment of rents to fluctuating tenant incomes would be harder to justify. If tenant incomes in future were to rise, the Authority may save itself much money by spreading out the period of subsidy payments, that it would lose by writing off the subsidy at the start. (In only 12 years, American public housing authorities have already shown the value of flexibility in monthly subsidies, recovered in annual grants from governments.) This extended subsidy method is the pattern to follow, and the Province need only set out the principles on which family rents will be graded, and subsidies recovered by the Housing Authorities, without detailing every aspect of rent-fixing and tenant selection for the local Authority. Family and municipal budgeting customs vary, and uniformity of success is more useful than uniformity of detail.

The next question is: from whom shall the Housing Authority or Agency, receive the subsidy funds? We suggest that municipalities stand much to gain directly from a low rental housing program; they will have much of the responsibility for its efficient management; so they should chip in some of the cost it involves (as they are already doing for veterans only.) However, municipalities in

Canada are conspicuously limited in their financial means, which come mostly from taxes on buildings; a housing program that produced higher real estate taxes would defeat its own purpose. We therefore suggest that the municipality give one-fifth of the subsidy: averaging 1/5 of the \$20 — or \$4 per unit. This would be about half the full municipal tax on the new unit. (The municipality is probably not getting even \$4 in taxes on the dwelling the low income family will leave behind.)

That leaves about \$16 per month on each unit to come from somewhere else. If it all came from one source (which we don't think it should) it would amount to 12 x \$16 x 12,000 or \$2,304,000 for one year's program of low rental housing. That's not much in any government's budget these days. But some of this non-municipal subsidy should obviously come from the Province — which will be very much more involved in the efficient operation of Housing Agency and Authorities. The Province also stands to ease its welfare budget by their works.

Suppose the largest Province in Canada is the scene of one-third of the low rental building in any year; if that Province divides the \$16 per unit non-municipal subsidy half-way with the Federal Government (and we doubt if any Province will offer more) the subsidy in the first year would cost the Province 12 x \$8 x 4000 or \$384,000. If the large Province is willing to pay one-third of the Dominion-Provincial share, of the subsidy (it can hardly offer less) the amount involved would be 12 x \$5.33 x 4000, or \$256,000 in the first year. The maximum about which any Province will be disputing, before agreeing to the first year's program, will therefore be (\$384,000—256,000): \$128,000.

Each Provincial Premier will bring his own fraction into the negotiations that will take place soon. He will be negotiating with other Premiers and a national government all of whom are under obligation to find a solution to this national problem. We do not presume to prophesy the result. But we believe the Canadian people are not disposed to accept a stalemate when the amount in dispute for any Province is likely to amount to about \$2.50 per month for each family awaiting low rental housing. No statesman will allow negotiations involving such an amount to fail, when the prize for success is to reach the next stage in ensuring a decent dwelling and environment for every Canadian family. That is his goal — and ours.

On July 28 the President of the Association, Mr. Davis, issued a statement to the press summarizing the above case for a low rental program to round out Canada's post war housing efforts. This was done lest the citizens' expectations be overlooked as federal, provincial and municipal officials began meetings on housing. The feverish yet partial character of our house-building to date is now seen to place grave obstacles in the path of sound local government, as well as of national health, welfare and employment aims. This addition to our housing programs will be discussed in relation to those broader aims at the National Citizens' Planning Conference, Fort Garry Hotel, Winnipeg, October 6-8. All interested are invited to comment there.—Editor.

Planning Briefs

ST. JOHN'S—Ambitious road construction programs are under way in all the Maritime provinces this year. The Province of Newfoundland will spend over a million dollars, more than half of it on new construction; Prince Edward Island will spend almost as much; New Brunswick will spend about seven millions; while Nova Scotia's program amounts to twelve millions. Contracts have been let for scores of federally sponsored new houses in Newfoundland.

HALIFAX—A record amount of housing is contemplated here, including private sub-divisions, family quarters for defence personnel, veterans' rental housing and slum clearance. The Halifax Housing Association has recommended the setting up of a Housing Authority, as the city is now empowered to do. City Council's advisory committee on housing has unanimously endorsed this recommendation; this city wants to be in line with any housing arrangement reached between provincial and federal governments.

MONCTON—People in this fast-growing centre are recalling that the Prime Minister devoted the greater part of his pre-election speech here to low rental housing; he said that it must be a combined operation by all three governments, and that he had already asked all provincial Premiers to say what federal help they would need. He said no one could be satisfied until there was a decent dwelling for every family in Canada.

ST. ANDREWS-BY-THE-SEA—Charles Sawyer, U.S. Secretary of Commerce, told the convention of the Canadian Manufacturers' Association here that he thinks the St. Lawrence Seaway project will be approved by Congress this year. He said his countrymen now see the Seaway in relation to Labrador iron and Alberta oil, as well as to the need for more hydro-electric power.

RIMOUSKI—The Town Council has brought up-to-date the detailed street plan of Rimouski; plans of new sub divisions must be registered with the Council, permitting the map to be kept up-to-date as well as providing a closer control of new development.

QUEBEC—The Canadian Federation of Mayors and Municipalities decided here that over the next five years it would build up a fund of a quarter of a million dollars, in order to be able to give specialized technical services to member municipalities. The delegates discussed at length their problems of housing, finance, staff, and relations with senior governments.

The Quebec City Planning Commission has adopted a report of Messrs. Greber and Fiset recommending a \$35,000 planning budget for the next year. Approximately half the amount would be for the salaried staff, one-fifth for survey and material costs, and \$10,000 for the consultants. The report contemplates a planning organization to deal with the provincial capital area. More office space for Roland Bedard, the City Planning Officer, is likely to be an immediate result of the recommendations.

DRUMMONDVILLE—After several months of pleading for it, this city has appointed a Town Planning Commission. The Chairman is Emile Goulet, who will be joined by eleven colleagues appointed by the city and citizen organizations.

MONTREAL—The Quebec Division of CPAC, meeting here in June, has asked the provincial government to prepare town and country planning legislation. Co-operative housing, and the opportunity for governments to demonstrate planning principles in housing projects were also stressed. Montreal has set up a Transportation Research Board, with George Mooney of CPAC Council as one of its officers.

OTTAWA—To relieve the downtown traffic congestion, the immediate construction is being urged of the Rideau Canal Bridge as outlined in the National Capital Plan. It is understood that the cost would be about \$3 million, of which the federal government would pay about five-sixths. The Ottawa Board of Trade wants this project given top priority, although the disposal of existing buildings and the handling of traffic at bridge approaches are by no means settled. Such problems are stressed by those urging local CPAC organization in the National Capital area.

Both government and building industry leaders estimate that house construction will continue at present high levels, with costs levelling

off. Nearly 18,000 dwellings were completed in the first quarter of 1949, over one-third of them in Ontario. The remainder were divided about equally between the areas west and east of Ontario. The houses averaged eight months under construction, indicating that the industry is still working at top capacity. The Cabinet has authorized no official announcement about the termination of federal rent control; but rumours have already caused great uneasiness among tenants across the country, rental quarters being scarcer than ever.

PEMBROKE—This town has appointed a Planning Committee to consist of nine members.

BROCKVILLE—The Housing Committee of the Chamber of Commerce has been joined by the town Engineer in their search for building lots for new houses; the scarcity of suitable land is said to have held up construction of new units.

AJAX—This federally-sponsored new town is growing; in addition to six hundred houses originally built here for war-workers, another 100 have been built and a further 200 requisitioned. These houses are located in the first and second of five residential districts shown on the ultimate plan; a few of the houses incorporate experimental construction features. Manufacturing plants worth about \$1,000,000, are now going up in the industrial zone.

TORONTO—It is estimated that Canada's primary school enrolment will increase by one-third in the next four years, and that secondary school enrolment will increase by 80% in ten years. This explains why there are over 500 school buildings now being designed or erected in Ontario. There is also a heavy volume of hospital construction in Ontario cities.

There has been considerable criticism of the York County Council for its rejection of the green belt proposals of the Toronto and Suburban Planning Board. The matter cannot be re-opened until November, and at present building rates, some of the land in question may in the interval be permanently alienated for other purposes. The City would like to put a halt to further sprawling, and to turn attention to the rehabilitation of inner areas. Publication of the city's revised plan of development is expected this year, and two large items have recently been added to it; they are the \$50 million rapid transit scheme, and a \$40 million program of recreational facilities. A first contract has been let for the construction of the subway; the recreation program includes purchase of park land, erection of community centres, auditoriums and swimming pools, outdoor theatres and playing fields. The program is based on an analysis of the city's 78 neighbourhoods.

OAKVILLE—A new joint planning board of six members from Milton and Trafalgar Township has been set up. A large estate adjoining Port Credit has been opened for development in accordance with a carefully prepared plan of sub-division.

GUELPH—The Grand River Valley Conservation Authority, like other river authorities in Ontario, would like to see its projects go ahead somewhat faster than senior governments are now prepared to contribute their share of the cost.

BURLINGTON—The Halton County Council has expressed its dissatisfaction with the appearance of new suburban housing — by making a rule that no two houses may be identical within any continuous street frontage in a suburban township.

ST. THOMAS—The City Council here owns a site on which it was intended to build a community centre. Architect's plans had been prepared and early construction of the centre was hoped for. But rumour has got round that the federal government would like the site for a new post office. The ground in question is in the city's central park. (It is of interest that under the Ontario Planning Act, the city would find it difficult to change the use of a park once it had been shown as such on an official plan.)

WINDSOR—The Planning Area Board is meeting with the Board of Control and the Utilities Commission to draft a list of all the city's forthcoming capital works, and to assign priorities among them over the next five years. Suburban authorities are setting up Planning Boards and preparing development plans in harmony with the official Plan for the Windsor Area.

The mingling of local trucks with highway tourists has led to requests for an origin-and-destination survey of traffic in the area. Many suburban developers here must now install their own services, and dedicate park areas in accordance with an official plan. Some local governments in the area have adopted the National Building Code, and find that joint meetings of their building inspectors with the Planning Board have proved very useful.

WINNIPEG—Bodies dealing with metropolitan planning in this area have now been consolidated in the new Metropolitan Planning Commission, with Alderman J. B. T. Hebert of St. Boniface as first Chairman. The Commission acknowledges the tangible value of work done by the committees that preceded it; the new body will pay special attention to central commercial and industrial areas.

City Council has postponed until the Fall its final vote upon the new zoning by-law for the city. It is hoped that the priority list of major planning projects will also be ready soon.

Winnipeg was recently visited by Philip Klutznick, former American public housing administrator, who is now a sponsor of the private enterprise satellite town of Park Forest near Chicago. This new town, some 30 miles from the midwestern metropolis is planned for an immediate population of over 10,000 and for an ultimate population of 30,000. Considerable Canadian funds are invested in it. Mr. Klutznick did not think Winnipeg to be large enough to require such satellite towns.

The spread of the population to Winnipeg's suburbs is nonetheless clear from the recent federal voters' lists; three of the four constituencies in the city proper have lost voters in the last four years, the total net loss being about 10,000 voters. Voters' lists in the suburban constituencies showed corresponding increase. The big problem arising from these population shifts is that of providing school accommodation; it has been estimated here that each family moving into a new area requires \$750 to be spent on new school construction.

REGINA—The population of Saskatchewan declined after 1931, both agricultural depression and war industry inducing people to migrate either east or west to urban centres. However, the Dominion Bureau of Statistics estimate that since the 1946 Census, the population of this province has begun again to increase, the rate being reckoned at present at about 10,000 persons per year.

MOOSE JAW—After many years in which relatively little building took place, the renewed development of the 1940's has led City Council to undertake planning; a vote of \$1500 for the purpose has been approved and J. G. Murchison of Fort William, Ontario has been appointed consultant.

CALGARY—A downtown park in the city has been sought for development as an apartment house site; but City Council has refused to sell the land and is trying to help the developer find an alternative space.

EDMONTON—Oil and optimism are increasingly evident here; pipelines have been suggested to Vancouver, California and the Lake Head. Construction of a pipeline as far as Regina is certain, and extension toward Chicago is thought likely, in view of the large year-round outlet there. It has been suggested that if oil is found in the suburbs of Edmonton, the producing areas might be linked and planted so as to form the much-needed green belt.

There is a continued increase of the population of Greater Edmonton, which is now estimated at 150,000. Growth now runs at the rate of about 850 persons per month, who settle mostly within the municipality. Large retail, warehouse and industrial projects accompany the increase. The city itself is proceeding with its record program of school construction, street improvements and utilities extensions;

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Gentlemen: Please reserve ☐ Double Room with bath
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CONFERENCE to take place in your hotel October 6-8.

I expect to be accompanied by

and to require the room from A.M. on Oct.
P.M.

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P.M.

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ADDRESS.....

Council some months ago decided that until this program had been further advanced within the city, no extension of municipal services outside the boundaries should be undertaken.

The city is advertising for a Planning Officer at a salary of \$3,600-\$4,000. His work will be cut out with all the active building here, including a 10-storey public building on the market square, a proposed civic auditorium on what was to be a civic park, and almost continual applications for zoning revisions — particularly to permit construction of multiple dwellings and tourist facilities.

Like many other points in Canada, Edmonton reports a continued high volume of residential construction, but a fractional decline in the average cost per unit. National defense authorities are proceeding with the first stage of a large airforce housing project at nearby Namao.

NEW WESTMINSTER—Strong opposition has developed here to the suggestion that the federal government build large regimental armories upon a city park. The federal building will also serve as a community centre, and a suitable alternative site is being sought.

VANCOUVER—The population of this province has increased since the war at an average rate of about 30,000 persons per year. The population is concentrated in the lower mainland region, where rapid development has led to the decision to establish a Regional Planning Board as provided by provincial legislation. It is hoped that extraction of oil and minerals and development of hydro power elsewhere will lead to wider spread of secondary industries. An immediate need in the lower mainland is to fix a route for the terminal portion of the Trans-Canada Highway; the CPAC Branch here has urged that this be done without delay, observing that previous inaction has resulted in proposed routes being taken over for building. The city is well under way in its million-dollar program for the purchase of new parking lots.

A committee of Vancouver City Council has recommended merging the Town Planning Commission with the Engineering, Building, Zoning, Lands and Traffic divisions in a new Civic Planning Department with adequate funds, staff and scope to guide development.

A civic housing commission has been established, on which CPAC is represented. A half-million dollar contract has been let for the first set of houses on the Fraserview federal veterans' rental project; this is one of the largest and most carefully planned residential projects in the country. The original plan has been marred, in the opinion of some, by the decision of the city to extend an 80-foot arterial street in such a way as to bisect the planned residential area, rather than by-passing it.

VICTORIA—Chairman Forrest L. Shaw of the Town Planning Committee points to the unsanitary state of waters in Victoria Arm as a direct result of conflicting municipal jurisdictions around it (see aerial photo in *Layout for Living No. 25*). Divided direction is said also to impair the efficiency of other local services. The *Colonist* supports Mr. Shaw in the view that the solution lies in consolidation under a single local government for the whole urban area.

WASHINGTON—Congress has approved a multi-million dollar housing program; included are 810,000 dwelling units for low-rental occupancy to be built in the next six years, intensified building research, and special attention to farm housing needs. President Truman has also endorsed large expenditures for federal public works, and for aid in planning state and local public works.

MAIL TO:

COMMUNITY PLANNING ASSOCIATION OF CANADA
ROOM 238, 56 LYON STREET, OTTAWA, ONTARIO

Gentlemen:

This is to inform you that I expect to attend the
NATIONAL CITIZENS' PLANNING CONFERENCE,
to be held in the Fort Garry Hotel, Winnipeg, Oct. 6-8.

I shall need further information about reduced railroad
fare to Winnipeg and return.

Please type
or print

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New Divisional Officers of Community Planning Association of Canada

NOVA SCOTIA:

W. E. Tibbs (Chairman and National Councillor), W. A. Gates (Vice-Chairman), Mrs. J. P. Dumaresq (Secretary, 3½ Lucknow St., Halifax), Jack Flynn (Treasurer); Geo. Bates, Mrs. Fletcher Smith, D. A. Webber, Lloyd Shaw, Mayor Spinney, C. W. Morrison, Chas. Campbell, H. W. Murdock, Dr. D. J. McNeil, David Zive.

QUEBEC:

Antonio Lalonde, Andre Duval, Emile Nadeau, Russell King, Félicien Rivard, Armand Demers, Campbell Merrett, (others to be named); (Provisional Address: 187 St. Joseph St., Quebec).

ONTARIO:

P. A. Deacon (Chairman), Dr. Albert Rose (Vice-Chairman), W. H. Clark (National Councillor); A. P. C. Adamson, J. S. Allin, R. J. K. Barker, Campbell Calder, Roy Cooper, Mrs. I. Francis, David Jameison, G. F. Koch, Mrs. H. L. Luffman, Robert Revie, H. A. Ward; Miss Gyneth Stencil (Secretary-Treasurer, 1175 Bay St., Toronto).

MANITOBA:

C. L. Fisher (Chairman), Randolph Patton (Vice-Chairman), Mrs. W. J. Shepherd (Secretary, 331 Borebank St., Winnipeg), E. D. Honeyman (Treasurer), Eric Thrift (National Councillor); H. E. Beresford, Miss Frances McKay, J. B. T. Hebert, Gordon Arnott.

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The following have been named, at time of printing, to the National Council for 1949-50:

Eric Thrift (alternate, Mrs. W. J. Shepherd), W. H. Clark (alternate, Mrs. H. L. Luffman), W. E. Tibbs (alternate, W. A. Gates), H. S. M. Carver.

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**FORT GARRY, WINNIPEG
OCTOBER 6, 7, 8, 1949**



THURSDAY:

The Planning Lessons of the 1940's. Regional Planning by the Prairie Farm Rehabilitation Administration. Members' Appraisal of the work of CPAC, as reported by CPAC leaders across Canada.



FRIDAY:

Growth of North American Cities and Towns. The Regional Basis and the Physical Bulk of Canadian Post War Development. Metropolitan Problems. Housing Canadian Families in the 1950's.



SATURDAY:

Assessing the Developmental Prospects of the Main Regions of Canada. The Roles of CPAC Units in those Regions. Seeing Winnipeg's Plan in Action.

Speakers will include Dr. Coleman Woodbury, Earl Mills, L. B. Thomson, M. W. Maxwell and others from across Canada and beyond.

(Program subject to change)



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